

31 January 1962

MEMORANDUM TO: Members, Intelligence Collection Guidance Working Group

FROM: OO Representative

SUBJECT: Guidance to Collectors

1. Since the meeting of 19 January 1962 the OO representative has delved in great detail into the subject of guidance as it pertains to OO collection. This included a detailed review of all the guides now in use within Contact Division, an exchange of correspondence with all field offices, conversations with Division Headquarters personnel who have recently transferred from the field and talks with [REDACTED] Requirements Officers. 25X1A

Contact Division

2. Attached is a tabulation of responses which have been received from the field offices in response to the following questions:

- a. How good is the guidance for collection that you are receiving?
- b. What type of guidance, (or what type of material) is of most use?
- c. What of least use?
- d. Do you need more or less material (handbooks, manuals, etc.) as background for fulfilling requirements?
- e. Do you consider current guides as collection requests?
- f. If not, how do you use the current Division guides?
- g. How do you evaluate OSI, ORR and OCI guides?
- h. In summary, if you had to start all over again in your office, what type of guidance material would you need in order to do the job best?

3. The responses indicate, first of all, that the situations in each field office differ, and therefore their needs vary. This explains, I believe, the varying responses as to which guides and materials are good and which of little value. In general, however, the following points stand out:

- a. Of most value, is the specific, concise statement of information needed.

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SUBJECT: Guidance to Collectors

b. The statement should consider what is already on hand, why the information is needed, and point out what the collector should collect to fill the gap.

c. The requirement, whether specific, or guide-type, should be written in a layman's language, since the collector is not a specialist.

d. Cut-off dates should be listed. (i.e. how far back and how far in future)

e. The requestor should provide background information, tailored to the requirement and to the needs of the particular collector.

f. The field offices have voluminous manuals, handbooks, collection aids, etc. which are to a great extent uncoordinated and difficult to handle.

g. A standard format should be adopted for requirements and guides to assist in filing and retrieval. ← ✓

h. Almost all field offices regret the discontinuance of the OCI Country handbook series and urge revival either by OCI or OBI. ←

i. Many offices indicated that a composite country handbook -- containing all intelligence needs on that country would be immensely useful. ↗

Foreign Documents Division

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4. [redacted] reports that it has adequate and timely guidance. This is accomplished through its semi-annual inter-agency translation target list, as implemented by monthly meetings of the inter-agency committee responsible for coordinating exploitation of published material.

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SUBJECT: Guidance to Collectors

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CONCLUSIONS

8. The collection and production offices are not or should not be interested in sources per se, but in the information they provide. The collection offices must rely on production offices to provide guidance on what type of sources they should cultivate and what information to obtain and how to obtain it (this encompasses background information, collection aids, etc.) Conversely, the production offices have a right to expect that sources will be cultivated in response to intelligence needs and not vice versa.

9. Guidance to collectors should take into account the familiar Five W's - why, what, when, who, where, with a possible "how" thrown in.

WHY the information is needed

WHAT is already known on subject - what additional information is needed

WHEN is the info needed, and to cover which period of time

WHO wants it

who has the information. The analyst may point out type of individual or company sources which might provide information.

who else is interested and may have already done research on this requirement.

WHERE Is it available?  
in the intelligence community  
in the field

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SUBJECT: Guidance to Collectors

HOW information is to be procured. Comprises sketches, collection aids, etc. maps to assist collector.

STATSPEC

10. From the field collector's point of view, there is probably enough guidance and background material, but not in the form that makes it of immediate use to the collector. The [ ] collector needs direction in unclassified form. The CD/00 contact specialist must go to several compendiums to determine whether he has covered the interests of all // consumers. The contact specialist must thus become a researcher as well as a collector if he is to do his job properly. It might be better to let the C/S revert to his primary two-fold duty of collector and reporter, and to return the research work to Headquarters. This would mean a closer relationship between production offices and 00 Headquarters to package 00/CD for the guidance kits for the field collector to serve on knowledgeable sources. The experience of close collaboration in the Lincoln Project may serve as a guide post for future collection.

11. It is recommended that the working group look into the possibility of elaborating a single format in which both requirements and guides should be issued. *my idea*

12. Consideration should also be given to the formation of a CIA or DD/I guidance review board. The board, having the same office representation as this working group, would be consulted on guidance material to be undertaken and would coordinate the finished product. Such a board, meeting periodically, will also serve to acquaint the collectors and producers of each others needs on a current basis. The monthly meeting of the Foreign Documents Exploitation group seem to serve a very useful purpose and it may be equally useful to consider a similar board for over-all collection guidance. If the answer to better guidance is more contact between the producer and collector, then this may be a necessary first step. *DRB*

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Attachments:  
As stated above.

AFC:acr

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A. How good is the guidance for collection that you are receiving?

ILLEGIB

Varies considerably; very good to very poor. On too many occasions have impression that request for specific requirements is answered "off the top of the hat".

Fair (with exceptions)

Fair to good, but inadequately organized.

No fault with material. Material adequate but disorganized and much duplication.

Good

Satisfactory, but would appreciate more background information.

ILLEGIB

Under case system quite good; in response to NIP leave a lot to be desired.

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On whole adequate

No more than Mediocre

Generally adequate

Quite adequate, in many cases excellent

(No answer)

Quite good

We suspect some consumers devote too little time to the formulation of requirements.

Good - in general

Excellent. Like especially CCI/PRL's for targets of opportunity and material we get in cases for specific targets. || PRL

ILLEGIB

From: Not very good To: Reasonably good

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B. What type of guidance (or what type of material) is of most use?

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Specific requirements, with brief background information, || ad hoc tailored for specific source.

RD's, DAS's, guides, specific case requirements, CAIR's, || everything! PAIR's and STAIR's.

Not much agreement on this, but specific cases were mentioned by most c/s's.

PRL good - OSI material helpful. NIS summary volumes helpful.

Shorter guide type requirements. Specific questions are more || gen agn. useful than general questions.

NIS brief is most useful single guide. || NIS - but others all || it at q date

Collection guidance from Washington must keep us constantly alert to the national intelligence objectives and priorities. This is essential to the selection and development (both immediate and long-range) of potential sources. This, in fact, dictates how a collector will use his time. Generally speaking, our existing case and guide systems reflect the national objectives; however, we would welcome periodic statements of intelligence objectives and priorities from each consumer. The statement should not be simply a listing of things of interest to the consumer, but should include specific projects, targets, and plans. Such a statement, supplemented by requirements levied on an ad hoc basis (through the case system), should ensure that priorities applied to the collection effort are consistent with the priorities of the consumer. (OSI has provided this type of guidance. Perhaps they can comment on its merit.)

good

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Requirements tailored to sources capability. OSI requirements and SR's also quite useful.

Specific guidance.

Short, detailed, specific requirements.

Specific is quite frequent - watch word

OCI/PRL; those other guides (OSI for example) which discuss present level of US Intelligence knowledge; NIS studies (if up-to-date). || gen agn

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Varies greatly with c/s and his type of sources. OCI/PRL and OSI requirements most frequently used.

Guide 302 most useful.

PRL; provides more up-to-date questions on a greater area of the world.

ORR guides (331-339) outstanding; series of photographic guide cases very useful.

|| ORR guides

Well formulated requirements, for information corresponding to capabilities and interests of industrial and academic sources.

We need and use both kinds of guidance listed in list "A" (under Seattle) excellent. Like especially OCI/PRL's for targets of opportunity and material we get in cases for specific targets.

OCI (PRL) Questions that are most helpful are the ones that are not blunt and not highly classified.

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C. What of least use?

Long, detailed academic type of guides, with supplements that arrive periodically. in use  
are  
there  
?)

Service requirements, except Air, 25X1  
PRL L/A requirements and PRL's, PRL's not current or specific enough. Frequently our reports rejected as "too well known", Result: C/S's tend to ignore requirements.

Not much agreement in general encyclopedic type requirements in most instances. such  
as  
?)

Do not use service material 1 2<sup>nd</sup> line

Voluminous requirements and bound consolidated requirements such as CAIR and manual for compilation of engineering requirements are least useful.

FBI's Target List

(No answer)

"ORR" gaps, OCI guides and the services' publications. ?

Guide-type requirements

Long guide of many pages containing many questions

ORR and OSI guides

cf preceding

Depends on c/s. Dairir and CAIR little use. 25X1

Various armed forces guides on weapons, equipment, aircraft performance figures etc.

Seldom use heavy manuals, military guides and similar very ponderous requirements.

FBI's list and OCI/PRL: Our sources rarely have information fresh enough to qualify.

Requirements for information obtainable only through agent-type sources or through research in open literature.

FBI's material - But like to get 25X1 editorial target lists.

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D. Do you need more or less material (handbooks, manuals, etc) as background for fulfilling requirements?

Need current and continued updated issues of OCI Handbook. Most useful for c/s preparing himself on area he has not worked several months. Also very helpful in writing accurate reports.

Reinstate old country handbooks. Need more specific Army, Navy requirements patterned after CAIR's etc., can use more service attache requirements. Need more subjective requirements by country, maintained current with cut-off dates. Lack technical requirements on new, underdeveloped countries.

About the same as now received, but better organized and indexed.

Have adequate background materials, however OCI Handbook has been more useful than anything else; its publication should be resumed. Guide type requirements more useful when contain background material.

Not so much more material as something on each country. Summaries of pertinent scientific and technical background data applicable to present collection efforts.

We are striving for sufficient background information to enable us to talk intelligently with our sources, and we are striving for a readily accessible current requirements file for use in spontaneous debriefing; however, we intend to limit the volume and maintain only those tools which have genuine usefulness. We are willing to gamble on the absence (locally) of considerable detail in our background information on the assumption that this will be provided by Headquarters on short notice.

Great deal of material never used (NIS). Would like additional reference material like "Soviet Men of Science". Compilation of biographic information on satellite countries would be very useful.

There is not sufficient time to study and digest background material presently received.

(See list "H").

Less rather than more. Old OCI Handbooks most useful when current. We trust NIS annual summaries will fill gap.

(No Answer)

Do not feel we need more material. Do not run across many sources who are such authorities that they would have to be debriefed in depth. If we find "Top notch source", we are inclined to recommend debriefing on Washington level.

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Background material we now receive is about right for our needs.  
Do not use all but never know what might be valuable.

Need less material. Have too much to use effectively. Guide  
322 (Lincoln) has become unmanageable and should be thinned out.

Need less material. Could probably dispense with handbooks.

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25X1A E. Do you consider current guides as collection requests?

We consider guides in collection activities, but value of guides is limited except OCI/PRL and photo gaps.

Yes

Yes

No

Yes

(No answer)

Yes, but don't give them same priority as specific "Action" case requirements.

Only when I have no specific guidance  
Do not consider them ~~realistic~~ collection requests, but rather as general orientation in a field.

Yes, if there is reasonable expectation of satisfying them.

Yes, but they do not receive continuing review and follow-up action that an action case receives.

Yes, as far as guide 302 and ORR priority type guides are concerned. Upon other guides we look more as reference material than anything else.

Yes

Do not regard guide as collection request in ~~same~~ sense as case.

Yes, but secondary in operational importance to action cases.

Consider guides as both collection request and as background and guidance for such requests.

Yes

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F. If not, how do you use the current Division guides?  
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Our use involves a review for specific application to a particular source. All new guides are circulated to all C/S's and occasionally stimulate good reporting.

They are used a great deal.

N.A.

We use current guides in absence of, or as supplementary to, specific requirements.

(No answer)

(No answer)

See "e"

(No answer)

(N.A. )

(No answer)

(No answer)

(No answer)

(No answer)

(No answer)

Answered in list "E"

(No answer)

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G.  
25X1A

How do you evaluate OSI, ORR and OCI guides?

OCI best; ORR second; OSI bottom of list, because most difficult || c6  
to use. N.D.

OSI and ORR guides excellent; OCI only fair.

C/S's answers are variable, but in general they are useful and evaluated about equal.

They are all good.

ORR probably best. Suggest all three indicate priorities in ||  
their guides.

With regard to the existing guide system, we consider some guides to be extremely good and constantly referred to. Some of these outstanding guides are: 302 (OCI Periodic Reporting List); 305 (Characteristics of Tribes); 310 (Industrial Information); 316 (Medical Intelligence); and 331-339 (ORR's Priority Gaps). OSI in particular has done a fine job in providing background statements, including the level of US intelligence knowledge. This is occasionally done by other consumers and is invaluable. On the other hand, there is a great deal of overlap in the existing guides; for example, Guide 311 (Naval Intelligence Requirements) overlaps with parts of Guide 313 (Topographical Intelligence). Guide 307 (Department of Army Requirements) overlaps with both 311 and 313. We realize the overlap of interest is necessary; but if the requirements were geared to specific projects rather than to an overall statement of interest, more pertinent information might result.

OSI-Generally excellent; ORR - not as useful; OCI - Fair but unrealistic, especially in western countries.

OSI, ORR and OCI Guides are good reference material, nothing more. OSI Guides are not useful in absence of authority to contract to pay competent sources. (FTD has this authority). ORR Guides (Gaps) are not too useful because questions are too general and beyond competence of [redacted] OCI Guides useful for orientation, enable collector to ask intelligent questions. Too many abbreviations are used.

(See list "B")

Very useful and well prepared.

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OCI/PRL - most useful, ORR priority gaps also very useful with pertinent sources; OSI/316-useful, but should be weeded out; OSI/317-318 useful points of departure for interrogating sources in this field.

Guides of production offices are quite good....Constant revision of requirements or supplemental issuance of requirements as new crises arise would be desirable. (We realize this will be most difficult). ✓

ORR Guides (331-339) excellent; OCI-our reports are outdated by the time they are published. OSI Guides and requirements often present problem-Sources frequently comment that questions are much too general. They  
don't have  
how to use  
them

OCI Guides (PRL) valuable; ORR Guides on Communist China useful; ORR Gap Guides on East Europe tend to be unwieldy and hard to use, hold no opinion about their overall quality; OSI guides are of variable quality. Lincoln handbook improved with each addition.

OCI guides excellent. OSI fair but too verbose. ORR fair but more shotgun than rifle; however we like all three. ||

Too broad, too dull, too sensitive and too unimaginative. ||

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H.

25X1A

If you had to start all over again in your office, what type of ~~ILLEGIB~~ guidance material would you need in order to do the job best?

Specific, detailed, up-to-date briefing or de-briefing requirements for specified sources. Would like OCI Handbooks kept up-to-date, at least quarterly, and significant changes reported as they occur. Continuation of PRL Guides and monthly summaries of current situation; card file compilation of all current OCI, ORR and OSI requirements, by country and monthly. Streamlined, yet explanatory background information, subjective requirements kept current (by country).

First, all guidance material should be received in the same form, perhaps in case form. It should all be on the same size paper (8 X 10 $\frac{1}{2}$ ). It should be broken down by country or conveniently cross-referenced. Requirements should be on sheets separate from administrative and background information. Multiple questions in one paragraph should be avoided. Background information, other than that given in Chapter I of the NIS's and/or OCI Handbooks, should be published and filed separately by subject.

A set of unclassified maps, perhaps similar to those used in the NIS's should be available on each country. The maps should provide sufficient coverage to be used in 90% of the interviews conducted, and of a size that can easily be filed or folded by country in a legal-size filing cabinet.

25X1C

~~ILLEGIB~~~~EGIB~~

If a system of this general nature is impossible or not practical, and requirements will continue to be received from numerous sources in varied format, we suggest a part-time requirements officer for each field office. The duties of the requirements officer would include the reduction of requirements, background information, maps, etc., now received into a reasonable facsimile of the system suggested above; and complete familiarization with requirements and sources of the area so as to insure that each source briefed or debriefed receives all of the suitable requirements possible.

Specific requirements on all areas and subjects well indexed, set up to allow incorporation of revisions and contain related background material.

Don't see how you can do anything much different from what is now being done.

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The case system and the guide system on a very current basis;

A country file which includes selected requirements from current cases and selected background information gleaned from such things as the OCI Digest;

Background information which includes the NIS Area chapters and annual maintenance, National Intelligence Estimates, OSI, OCR and ORR publications, and miscellaneous manuals and handbooks;

A complete set of AMS maps of 1:1,000,000 scale, a complete set of National Geographic maps, and selected city and special-purpose maps;

Published materials including a good encyclopedia, a good atlas, a good gazetteer, a world almanac, and selected technical books and technical dictionaries.

Existing guides for background information, supplemented by specific requirements for known sources; biographic data on USSR and Bloc scientists; gazetteer and maps; evaluations.

Would recommend much closer personal contact be established between originator of requirements and guides and collectors so that analysts would be aware of resources and limit of collectors and collectors would know how they could help solve analyst's particular problem. Such team work would result in better requirements and more valuable answers.

25X1A

good

tends to refer to guides, chiefly when dealing with areas outside the Soviet Bloc and when dealing with political and economic matters. His rough rule of thumb is that most Soviet-Bloc matters will interest people, whereas there must be greater selectivity in reporting matters outside the Soviet Bloc. Substantively, he feels, from past experience, that scientific and technical matters are of more interest (hence, less need to use guides) than political and/or economic matters. Generally speaking, he would like to see more of the type of guide (see above) which discusses, in some sort of preamble, the present level of US intelligence knowledge.

NIE,

Have no criticism of guidance itself, want easier and handier way for busy c/s to get at it.

The most current material. Guide 302 and the more definitive ORR priority s/p guides. If requirements are requested for specific source all references to guides should be eliminated. Do not want any canned information whatsoever.

good  
hand for  
gaps~~CONFIDENTIAL~~

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NIS; OCI Handbooks on each country; manuals on scientific and technical subjects are essential. PRL adequate, however make it as up to date as possible.

Handbooks, manuals, etc. are good for background information and terminology, but since questions become obsolete they should be published separately from handbooks and should be revised when appropriate.

25X1A

Want what we have now but with improvements [redacted]  
Would recommend old card file requirements system organized at analyst level. Requirements from all consumers would be standardized in preparation.

First: OCI/PRL. Second: Specific case guides such as questions we get for scientific meetings. Third: OCI's old handbook. Fourth: A good clipping file (has to be done by individual offices).

For current political information OCI/PRL should be less formal without reference to designations. Should be prepared in loose leaf form and monthly basis (more up-to-date). If prepared [redacted] loose-leaf form, pages could just be inserted.

Some work has been done in [redacted] very little in other fields. 25X1

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